

Message Text

SECRET

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15

ACTION ARA-10

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FM AMEMBASSY GEORGETOWN

TO SECSTATE WASHDC IMMEDIATE 779

INFO AMEMBASSY BRIDGETOWN PRIORITY

AMEMBASSY KINGSTON PRIORITY

AMEMBASSY PORT OF SPAIN PRIORITY

S E C R E T GEORGETOWN 0087

E.O. 11652: GDS

TAGS: PFOR, PORG, XL

SUBJECT: CARIBBEAN CASP

REF: DRAFT CARIBBEAN CASP (TS FROM ARA/CAR- HIGH)

1. COUNTRY TEAM COMMENDS THIS EFFORT TO PUT A REGIONAL POLICY PAPER IN CASP FRAMEWORK. IN GENERAL, WE CONCUR WITH DRAFT, BUT WE HAVE SOME PROBLEMS WITH TWO OF THE ISSUES AND A FEW MINOR POINTS.

2. ON ISSUE NUMBER ONE (WHICH DEALS WITH GENERAL PROMOTION OF U.S. INTERESTS), WE QUESTION BOTH "PHILOSOPHIC OUTLOOK" IMPLIED IN ASSUMPTIONS ONE, TWO, AND FIVE, AND THE RATIONALE FOR THE RECOMMENDATION WHICH FOLLOWS FROM THEM. FROM OUR PERSPECTIVE IN GUYANA, IT DOES NOT APPEAR THAT NEGLECT BY U.S. IS A MAJOR CAUSE FOR ACCELERATING SHIFT OF SOME CARIBBEAN LEADERS, PARTICULARLY IN COMMONWEALTH CARIBBEAN, TOWARD THIRD WORLD AND CONFRONTATION WITH U.S.. RATHER THESE LEADERS ARE TURNING TO THIRD WORLD BECAUSE THEY CONCLUDE, NOT UNREASONABLY, THAT THEY HAVE MORE IN COMMON WITH SUCH NATIONS THAN WITH THE U.S. AND THAT THEY CAN BETTER ADVANCE THEIR INTERESTS BY ACTING IN CONCERT WITH THIRD WORLD GROUP.

THIS MEANS THAT THEY ARE MOVING AWAY FROM THE U.S. NOT ONLY BECAUSE

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OF WHAT WE DO OR DO NOT DO BUT ALSO BECAUSE OF WHAT WE ARE.

IF THIS IS THE CASE, THEN THERE IS LITTLE WE CAN DO IN TERMS OF HIGH LEVEL VISITS, INCREASED AID OR TRADE CONCESSIONS WHICH WILL GREATLY IMPROVE RELATIONS. (CONVERSELY), HOWEVER, WITHDRAWAL OF CURRENTLY EXTENDED AID OR TRADE BENEFITS WOULD PROBABLY SPEED DETERIORATION OF RELATIONS.) WE SUPPORT THE RECOMMENDATION OF HIGH LEVEL VISITS, HOWEVER, SINCE SUCH VISITS WOULD HELP TO KEEP OPEN CHANNELS OF COMMUNICATION. WE ALSO SUPPORT ADDITIONAL FUNDS FOR CULTURAL EXCHANGES, SINCE THESE ACTIVITIES TEND TO REFLECT EVEN BROADER U.S. INTEREST IN WELFARE OF REGION THAN DO HIGH-LEVEL CONTACTS.

3. ISSUES NUMBER THREE AND FIVE ESPECIALLY ADDRESS REGIONALISM AND MINI-STATES. DEPARTMENT AND BARBADOS MAY WISH TO CONSIDER ISSUE OF WHETHER INCIPIENT MINI-STATES COULD BE INDUCED TO STAY CLEAR OF THIRD WORLD ALIGNMENT AND MIGHT THEREFORE SERVE OUR INTEREST BY HELPING DILUTE STRENGTH OF THAT BLOCK. HOWEVER, IF DEPT CONCLUDES THAT BECAUSE OF GENERALLY REDUCED VIABILITY OF MINISTATES IT IS TO U.S. INTEREST THAT REGIONALISM AND ECONOMIC INTEGRATION BE PROMOTED IN THE CARIBBEAN, WE WOULD RECOMMEND THAT (APART FROM HAITI AND

THE DOMINICAN REPUBLIC) OUR FOREIGN ASSISTANCE PROGRAMS IN THE CARIBBEAN SHOULD BE EITHER THROUGH REGIONAL INSTITUTIONS OR TO REGIONAL PROJECTS. HAITI AND THE DOMINICAN REPUBLIC ARE SOMEWHAT SUI GENERIS BECAUSE OF RELATIVE SIZE, CULTURAL DIFFERENCES AND LONGER HISTORY AS INDEPENDENT NATIONS. WE WOULD RECOMMEND THAT THE SEPARATE BILATERAL ASSISTANCE PROGRAMS FOR GUYANA AND JAMAICA SHOULD BE CONSIDERED FOR PHASE-OUT, AND SUGGEST THAT PHASE OUT OF BILATERAL PROGRAMS MIGHT INCLUDE SDAF'S IN THOSE COUNTRIES AND ELSEWHERE, SINCE SDAF'S, APART FROM FOSTERING PATRONISTIC RELATIONSHIPS INCONSISTENT WITH THE "MATURE PARTNERSHIP" CONCEPT, CARRY IMPLICATIONS COMPARABLE TO LARGER BILATERAL PROGRAMS FOR BOLSTERING NATIONALISTIC EGO OF MINI-STATES CONTRARY TO PURPOSE OF PROMOTING REGIONALISM. WHILE BILATERAL PROGRAMS MAY OFFER MORE DIRECT EVIDENCE OF U.S. INTERESTS, THEY ALSO HAVE INHERENT POTENTIAL FOR FRICTION. GOOD PUBLICITY FOR U.S. SUPPORT TO REGIONAL PROGRAMS SHOULD FOSTER ADEQUATE APPRECIATION OF U.S. CONCERN FOR PEOPLE OF THIS REGION AND THEIR WELFARE.

4. WE QUESTION DESIRABILITY OF A SECOND AID MISSION IN EASTERN CARIBBEAN WITH DUPLICATION OF FUNCTIONS AND OTHER INEFFICIENCIES.

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WOULD RECOMMEND SINGLE REGIONAL MISSION, EITHER IN BRIDGETOWN CONVENIENT TO CDB HEADQUARTERS OR IN GEORGETOWN CONVENIENT TO CAICOM HEADQUARTERS, TO ADMINISTER U.S. PROGRAMS IN EASTERN CARIBBEAN REGION. SUGGEST THAT GEORGETOWN MIGHT BE CONSIDERED PREFERABLE SINCE CARICOM HEADQUARTERS HAS BROAD ROLE, COMMUNICATIONS WITH REST OF CARIBBEAN REASONABLY GOOD, AID MISSION ALREADY ESTABLISHED IN GUYANA, AND WILL NEED TO CONTINUE THERE FOR SOME TIME, IN ADMINISTERING EXISTING BILATERAL LOAN PORTFOLIO, AND

BECAUSE GOG APPEARS TO BE STRONGLY COMMITTED TO SUPPORT OF CARIBBEAN REGIONALISM. A GEORGETOWN-BASED REGIONAL MISSION WOULD ALSO BE IN BETTER POSITION TO SUPPORT POSSIBLE FUTURE ASSISTANCE PROGRAMS INVOLVING PARTICIPATION OF SURINAM AND FRENCH GUIANA.

5. WE SUGGEST THE CASP MIGHT BE MORE EXPLICIT CONCERNING THE U.S. GENERAL INTEREST IN ASSISTING PEOPLE OF LESS DEVELOPED COUNTRIES AS SPELLED OUT IN SECTION 102 OF THE FOREIGN ASSISTANCE ACT OF 1961, AS AMENDED. IN THIS CONTEXT SUGGEST ALSO THAT U.S. INTEREST IN INCREASED WORLD FOOD PRODUCTION AS SET FORTH BY SECRETARY KISSINGER AT ROME COULD BE CITED AS REASON FOR CONTINUING AND POSSIBLY INCREASING ASSISTANCE TO AGRICULTURE IN THE REGION.

6. AT BOTTOM OF PAGE 1, WE BELIEVE PHRASE QUOTE IN GENERAL, THE POLITICAL, ECONOMIC AND SOCIAL SITUATION IN THE CRIBBEAN HAS BEEN DETERIORATING UNQUOTE IS EITHER OVERSTATED OR INACCURATE GIVEN WHAT WE UNDERSTAND IS THE RELATIVELY GOOD RECENT ECONOMIC PERFORMANCE OF MOST OF LARGER TERRITORIES (TRINIDAD, DOMINICAN REPUBLIC, GUYANA AND PERHAPS JAMAIACA). WE SUGGEST EITHER DELETION OF THE WORD "ECONOMIC" FROM THE PHRASE OR QUALIFICATION OF SITUATION BY PHRASE QUOTE AS IT RELATES TO U.S. INTERESTS UNQUOTE.

7. ON PAGE 7, TO AVOID ISSUE OF WHETHER SUBSTANTIAL ADDITIONAL U.S. INVESTMENT WOULD BE POSITIVE OR NEGATIVE TO U.S. INTERESTS, WE SUGGEST CHANGING QUOTE A CLIMATE THAT WELCOMES U.S. INVESTMENT UNQUOTE TO QUOTE A PROPITIOUS CLIMATE FOR U.S. INVESTMENT, UNQUOTE. FOCUS WOULD THEREBY SEEM SHIFTED MORE TO PROTECTION OF EXISTING INVESTMENTS.

8. ON PAGE 12, WE BELIEVE QUOTE TURNAROUND IN OUR POLICY TOWARD A MORE POSITIVE DIRECTION UNQUOTE IS INACCURATE DESCRIPTION OF PROPOSALS, AND SHOULD BE REPLACED BY PHRASE INDICATING MORE SECRET

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ACTIVE INVOLVEMENT AS FOCUS OF RECOMMENDATIONS.
KREBS

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